

Message Text

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ACTION EUR-12

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TO SECSTATE WASHDC IMMEDIATE 9214

SECDEF WASHDC IMMEDIATE

C O N F I D E N T I A L SECTION 1 OF 2 USNATO 6814

E.O. 11652: GDS

TAGS: MPOL, PFOR, NATO

SUBJ: DRAFT DPC MINISTERIAL COMMUNIQUE

REF: A. USNATO 6682

B. STATE 265805

C. STATE 257624

D. USNATO 6714

SUMMARY: IS HAS NOW CIRCULATED THIRD DRAFT TO DPC MINISTERIAL COMMUNIQUE FOLLOWING DECEMBER 4 DRC EXCHANGE ON SECOND DRAFT. CHIEF REMAINING POINTS OF DIFFERENCE CONCERN PARAS ON BURDEN-SHARING AND MINISTERIAL GUIDANCE. DPC WILL RESUME DISCUSSION OF COMMUNIQUE EITHER DECEMBER 9 OR 10, DEPENDING ON RESPONSE OF CAPITALS TO THIS DRAFT. ACTION REQUESTED: WASHINGTON GUIDANCE ON PARAGRAPH 12 (BURDENSARING).
END SUMMARY.

IS HAS CIRCULATED THIRD DRAFT OF DPC MINISTERIAL COMMUNIQUE. NEWEST DRAFT CONTAINS CHANGES MADE DURING AND AFTER DISCUSSION OF SECOND DRAFT (REF A) DECEMBER 4. FOLLOWING PARAGRAPH NUMBERS ARE THOSE OF NEW DRAFT WITH MISSION COMMENTS AND DRC DISCUSSION HIGHLIGHTS FOLLOWING, WHERE APPROPRIATE.
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BEGIN TEXT.

1. THE DEFENCE PLANNING COMMITTEE OF NATO MET IN MINIS-
TERIAL SESSION ON 10TH AND 11TH DEC, 1974, IN BRUSSELS.

2. DURING THEIR MEETING THE DEFENCE PLANNING COMMITTEE HEARD AN APPRAISAL OF THE OVERALL SITUATION FROM THE SECRETARY GENERAL AND AN ASSESSMENT OF THE MILITARY SITUATION FROM THE CHAIRMAN OF THE MILITARY COMMITTEE. IN THE LIGHT OF THESE THEY DISCUSSED THE IMPLICATIONS FOR NATO OF THE CONTINUED STRENGTHENING AND MODERNISATION OF WARSAW PACT FORCES ON LAND AND IN THE AIR, AND THE GROWING CAPABILITY AND WORLD-WIDE DEPLOYMENT OF THE SOVIET NAVY. MINISTERS EXPRESSED THEIR DEEP CONCERN AT THE SCALE OF RESOURCES WHICH THE SOVIET UNION IS CONTINUING TO DEVOTE TO MILITARY PURPOSES, WHICH INDICATES THEIR UNCHANGED DETERMINATION TO SEEK DECISIVE MILITARY SUPERIORITY OVER THE WEST.

MISSION COMMENT: ON BASIS OF US INTERVENTION, DRC ACCEPTED MODIFIED VERSION OF REF B LANGUAGE ON THE SITUATION AT SEA. REGARDING LAST SENTENCE: BELGIUM (BURNY), PORTUGAL (CATARINO), NETHERLANDS (CARSTEN), NORWAY (LEINE) AND DENMARK (ROSENTHAL) REPS OBJECTED TO PREVIOUS DRAFT PHRASE "RELENTLESS DRIVE FOR MILITARY SUPERIORITY," ESPECIALLY ITS EMOTIONAL TONE. FRG (ARENDET), UK (MACDONALD) AND TURKEY (TOPUR) REPS WERE NOT AGAINST PREVIOUS DRAFT, BUT ACQUIESCED IN LESS EMOTIONAL STATEMENT. END COMMENT.

CONTINUE TEXT:

3. MINISTERS TOOK NOTE OF THE STATUS OF THE CURRENT TALKS BETWEEN THE UNITED STATES AND THE SOVIET UNION ON THE LIMITATION OF STRATEGIC ARMAMENTS, AND IN PARTICULAR OF THE IMPORTANT DEVELOPMENTS IN THIS AREA REPRESENTED BY THE AGREEMENTS REACHED BETWEEN PRESIDENT FORD AND MR. BREZHNEV AT VLADIVOSTOK. MINISTERS ALSO EXCHANGED VIEWS ON THE DEFENCE ASPECTS OF THE CONFERENCE ON SECURITY AND CO-OPERATION IN EUROPE, AND THE STATE OF NEGOTIATIONS IN VIENNA ON MUTUAL AND BALANCED FORCE REDUCTIONS. IN THIS CONNECTION THEY EMPHASISED THE IMPORTANCE THEY ATTACH TO THE PRINCIPLE OF UNDIMINISHED SECURITY FOR ALL PARTIES, AND THE NEED TO ELIMINATE THE DISPARITIES BETWEEN THE GROUND FORCES OF BOTH SIDES, AND REAFFIRMED THEIR SUPPORT FOR THE AGREED ALLIANCE

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APPROACH. COLLECTIVELY AND INDIVIDUALLY THEY ALSO REITERATED THE IMPORTANCE THEY ATTACH TO THE PRINCIPLE THAT NATO FORCES IN EUROPE SHOULD NOT BE REDUCED EXCEPT IN THE CONTEXT OF AN AGREEMENT WITH THE EAST.

MISSION COMMENT: AT US REQUEST, DRC DELETED LANGUAGE ANTICIPATING VLADIVOSTOK BRIEFING BY SECRETARY SCHLESINGER. DRC DECLINED US SUGGESTION TO USE PHRASE "MINISTERS WELCOMED" IN REFERENCE TO VLADIVOSTOK AGREEMENTS, PREFERRING MORE NEUTRAL PHRASE PENDING FURTHER INFORMATION FROM SECDEF. REGARDING MBFR, DRC AGREED TO DRAW FROM LANGUAGE CURRENTLY IN DRAFT NAC COMMUNIQUE, RECOGNIZING THAT IT MAY CHANGE AS NAC COMMUNIQUE LANGUAGE EVOLVES. END COMMENT.

CONTINUE TEXT:

4. MINISTER HEARD WITH INTEREST A REPORT BY THE CHAIRMAN OF THE EUROGROUP ON THE GROUP'S DISCUSSIONS IN MINISTERIAL SESSION ON THE PRECEDING DAY. THEY WELCOMED THE ANNOUNCEMENT OF SUBSTANTIAL EUROPEAN FORCE IMPROVEMENTS PLANNED FOR 1975 AND EXPRESSED THEIR APPRECIATION OF THE EUROGROUP'S WORK IN DEVELOPING A STRONG AND COHESIVE EUROPEAN CONTRIBUTION TO THE COMMON DEFENCE. THEY ALSO TOOK NOTE OF A FURTHER REPORT ON THE CONSULTATIONS BETWEEN BELGIUM, DENMARK, THE NETHERLANDS AND NORWAY ON THE REPLACEMENT PROGRAMME FOR THE F104G AND OTHER AIRCRAFT.

5. AFTER REVIEWING THE NATIONAL FORCE CONTRIBUTIONS MADE BY ALL COUNTRIES TO ALLIANCE DEFENCE FOR THE CURRENT YEAR, MINISTERS THEN TURNED THEIR ATTENTION TO PLANS FOR THE NEXT PLANNING PERIOD. THEY DISCUSSED THE EXTENT TO WHICH NATIONAL PLANS FOR THE PERIOD UP TO 1979 PROVIDED FOR THE IMPLEMENTATION OF THE FORCE GOALS ADOPTED BY THEM AT THEIR JUNE MEETING. THEY ALSO NOTED, HOWEVER, THAT CONSULTATIONS WERE TAKING PLACE WITH THE ITALIAN AND UNITED KINGDOM GOVERNMENTS ON PROPOSED CHANGES IN THEIR DEFENCE PROGRAMMES WHICH COULD AFFECT THEIR FORCE PLANS FOR THE PERIOD UNDER CONSIDERATION. SUBJECT TO THE OUTCOME OF THESE CONSULTATIONS THEY APPROVED THE NATO FORCE PLAN FOR THE PERIOD 1975-1979 AND DESIGNATED THE FORCES WHICH THEIR COUNTRIES UNDERTOOK TO COMMIT TO NATO OVER THE COMING TWELVE MONTHS.

6. MINISTERS TOOK NOTE WITH APPROVAL THAT SUBSTANTIAL
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IMPROVEMENTS HAD BEEN MADE TO THE CONVENTIONAL CAPABILITIES OF NATO FORCES DURING THE PAST YEAR; THEY ALSO NOTED THE PROGRAMMES INITIATED IN MANY COUNTRIES FOR IMPROVING THE QUALITY OF NATO FORCES IN THE IMPORTANT FIELDS OF ANTI-ARMOUR AND LOW-LEVEL AIR DEFENCE, AND THE EXTRA IMPETUS BEING GIVEN TO IMPROVEMENTS IN ELECTRONIC WARFARE CAPABILITIES, THE PROVISION OF MODERN AIRCRAFT MUNITIONS AND THE LEVEL OF WAR RESERVE STOCKS. THEY NOTED THE SUBSTANTIAL AIRCRAFT MODERNISATION PROGRAMMES UNDER WAY IN SOME COUNTRIES, AND THE NEED FOR EARLY DECISION IN OTHERS. THEY REVIEWED THE PLANS FOR IMPROVING THE SURVIVABILITY AND ANTI-SUBMARINE WARFARE CAPABILITIES OF THE MARITIME FORCES. DURING THIS PART OF THEIR DISCUSSION MINISTERS ALSO IDENTIFIED AREAS OF NATO DEFENCE WHERE WEAKNESSES SEEMED LIKELY TO PERSIST, AND AGREED TO REDOUBLE THEIR EFFORTS TO CORRECT THEM.

MISSION COMMENT: DRC ADOPTED FIRST HALF OF FIRST SENTENCE ON BASIS OF US SUGGESTION THAT CURRENT NATO CONVENTIONAL CAPABILITIES SHOULD BE RECOGNIZED.

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INFO OCT-01 ISO-00 EURE-00 INRE-00 OIC-02 SSO-00 NSCE-00

USIE-00 CIAE-00 PM-03 INR-05 L-02 ACDA-05 NSAE-00

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7. MINISTERS TOOK NOTE WITH SPECIAL SATISFACTION OF THE INTENTION OF THE UNITED STATES TO FORM THE EQUIVALENT OF TWO NEW BRIGADES IN EUROPE DURING 1975 BY THE RE-ALLOCATION OF PERSONNEL FROM SUPPORTING FUNCTIONS. THEY WELCOMED THIS PRACTICAL RECOGNITION OF THE NEED FOR IMPROVING THE CAPABILITY OF READY COMBAT FORCES.

MISSION COMMENT: US REP (CLINARD) OFFERED LANGUAGE REF C. DRC WELCOMED REFERENCE TO NEW US BRIGADES (OMITTED FROM LAST DRAFT BY ERROR), BUT SEVERAL REPS SAID THIS WAS NOT AN EXAMPLE OF RATIONALIZATION IN SENSE NATO KNOWS IT. US REP POINTED OUT THAT REALLOCATION OF PERSONNEL FROM SUPPORTING TO COMBAT FUNCTIONS IS INDEED RATIONALIZATION, IN THAT IS REPRESENTS MORE RATIONAL RESOURCE MANAGEMENT, AND RESERVED ON THIS PARAGRAPH. FYI: MISSION ACCEPTED ABOVE LANGUAGE, SINCE USE OF TERM RATIONALIZATION IN THIS BROAD A SENSE COULD WELL CONFUSE SOME ALLIES AND DETRACT FROM OUR EFFORTS TO PROMOTE RATIONALIZATION/ SPECIALIZATION IN INT'L CONTEXT. END COMMENT.

CONTINUE TEXT.

8. MINISTERS NEXT DISCUSSED THE IMPACT OF INFLATION ON DEFENCE BUDGETS AND THE MEASURES BEING TAKEN BY COUNTRIES TO CONFIDENTIAL

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MAINTAIN THE CURRENT PURCHASING POWER OF THEIR DEFENCE EXPENDITURES. IN SO DOING THEY RE-EMPHASISED THE NEED TO MAKE THE OPTIMUM USE OF RESOURCES THROUGH CO-OPERATIVE EFFORTS IN DEFENCE.

9. IN THIS CONNECTION MINISTERS RECEIVED A REPORT ON CURRENT ACTIVITIES IN THE AREAS OF RATIONALISATION AND SPECIALISATION SELECTED FOR DETAILED EXAMINATION. THEY AGREED

TO GIVE FULL SUPPORT TO THESE CONTINUING ACTIVITIES AND CALLED FOR SPECIAL EFFORTS BY COUNTRIES TO TAKE ADVANTAGE OF THESE POSSIBLE METHODS OF IMPROVING THE EFFECTIVENESS OF NATO FORCES.

MISSION COMMENT: US REP OFFERED REF B TEXT FOR SECOND SENTENCE, ON WHICH DRC ESSENTIALLY AGREED. END COMMENT.

CONTINUE TEXT:

10. MINISTERS RECEIVED A REPORT COVERING STANDARDISATION IN CERTAIN AREAS OF MILITARY EQUIPMENT, WITH PARTICULAR REFERENCE TO THE FOUR AREAS ON WHICH THEY HAD PREVIOUSLY AGREED TO CONCENTRATE THEIR EFFORTS, NAMELY AIRBORNE EARLY WARNING, ELECTRONIC WARFARE, THE REPLACEMENT FOR THE F104G AIRCRAFT, THE STANDARDISATION OF RIFLE AMMUNITION AND A NEW RIFLE FOR THE 1980S. THEY WELCOMED IN PARTICULAR THE PROSPECT OF STANDARDISING ON TWO CALIBRES ONLY FOR THE WHOLE FAMILY OF FUTURE PORTABLE INFANTRY WEAPONS. THEY AGREED TO GIVE SPECIAL ATTENTION TO TWO FURTHER SPECIFIC AREAS, INTEROPERABILITY AND SECURITY OF COMMUNICATIONS, AND A SECOND GENERATION ANTI-SHIP MISSILE. IN SO DOING, THEY ENDORSED THE URGENT NEED FOR CO-ORDINATED ALLIANCE-WIDE ACTION IN THE FIRST OF THESE AND WELCOMED THE PROMISING INITIATIVE TAKEN WITH RESPECT TO THE SECOND.

BEGIN PARENS 11. INFRASTRUCTURE.....CLOSE PARENS

MISSION COMMENT: DRC AGREED THAT PRESENT STATUS OF INFRASTRUCTURE ACTIVITY DID NOT PERMIT DRAFTING OF COMMUNIQUE LANGUAGE. END COMMENT.

CONTINUE TEXT:

BEGIN PARENS 12. MINISTERS NOTED WITH SATISFACTION THAT THE UNITED STATES' MILITARY BALANCE OF PAYMENTS DEFICIT ASSOCIATED WITH THE STATIONING OF UNITED STATES FORCES IN NATO EUROPE IS EXPECTED TO BE OFFSET DURING THE CURRENT FISCAL YEAR. THEY NOTED CONFIDENTIAL

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THAT THE BILATERAL OFFSET ARRANGEMENTS ESTABLISHED BETWEEN THE UNITED STATES AND THE FEDERAL REPUBLIC, TOGETHER WITH THE PROCUREMENT BY EUROPEAN COUNTRIES OF UNITED STATES MILITARY EQUIPMENT, HAVE CONTRIBUTED LARGELY TO THIS RESULT. CLOSE PARENS

MISSION COMMENT: CHAIRMAN (HUMPHREYS) RAISED QUESTION WHETHER THERE SHOULD BE ANY BURDENSARING PARAGRAPH. BELGIUM, DENMARK, AND NETHERLANDS REPS WERE IN FAVOR; CHAIRMAN, UK AND CANADA (SHEFFIELD) REPS OPPOSED. US REP POINTED OUT THAT US HAD NOT ORIGINALLY SPONSORED IDEA OF A BURDENSARING PARAGRAPH, BUT OFFERED REVISIONS (REF C) TO PARAGRAPH WHICH IS HAD INSERTED IN ITS SECOND DRAFT. AFTER LENGTHY DISCUSSION, UK REP SUGGESTED THAT DPC WORK OUT VERY BRIEF LANGUAGE FOR POSSIBLE BURDENSARING PARA, TO BE PLACED ENTIRELY IN BRACKETS. ACTION REQUESTED: WASHINGTON GUIDANCE ON DESIRABILITY OF A PARAGRAPH ON BURDEN-

SHARING, AND SUITABILITY OF ABOVE LANGUAGE. END COMMENT:

CONTINUE TEXT.

13. MINISTERS THEN TURNED THEIR ATTENTION TO THE GUIDANCE THAT THEY WILL GIVE NEXT SPRING TO PROVIDE POLICY DIRECTION FOR DEFENCE PLANNING ACTIVITIES IN NATO FOR THE PERIOD UP TO 1982. MINISTERS REVIEWED EFFORTS UNDER WAY TO ACHIEVE GREATER FLEXIBILITY IN THE USE OF FORCES, RATIONALISATION OF ALLIED DEFENCE EFFORTS THROUGH NEW CO-OPERATIVE ARRANGEMENTS, AND INCREASED STANDARDISATION OF EQUIPMENT. MINISTERS DECIDED THAT THE NEW MINISTERIAL GUIDANCE SHOULD INCLUDE A LONG RANGE DEFENCE CONCEPT DESIGNED TO TIE TOGETHER THESE CO-OPERATIVE EFFORTS WITHIN THE FRAMEWORK OF THE NATO STRATEGY OF FLEXIBLE RESPONSE AND FORWARD DEFENCE, IN ORDER TO OBTAIN MAXIMUM EFFICIENCY FROM THE FORCE LEVELS AND GROSS RESOURCES WHICH THE ALLIANCE CAN REASONABLY EXPECT TO HAVE AT ITS DISPOSAL. THEY AGREED THAT SUCH A PLANNING CONCEPT, PROVIDING FOR RIGOROUS DETERMINATION OF PRIORITIES, WOULD ENSURE THAT THE CONVENTIONAL AND NUCLEAR FORCES OF THE ALLIANCE WILL CONTINUE TO DETER THE WARSAW PACT, DESPITE ANTICIPATED IMPROVEMENTS IN WARSAW PACT FORCES. THEY INSTRUCTED THE DEFENCE PLANNING COMMITTEE IN PERMANENT SESSION TO PREPARE SUCH A PLANNING CONCEPT, FOR CONSIDERATION BY MINISTERS AT THEIR SPRING 1975 MEETING.

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13. MINISTERS THEN EXCHANGED VIEWS ON THE GUIDANCE WHICH THEY WOULD BE GIVING NEXT YEAR ON THE CONDUCT OF ALL ACTIVITIES IN NATO CONCERNED WITH DEFENCE PLANNING FOR THE PERIOD UP TO 1982. THEY TOOK INTO ACCOUNT THE SCALE AND NATURE OF THE WARSAW PACT CAPABILITIES REFERRED TO ABOVE, THE PRESENT STATE OF NATO FORCE PLANS AS REVEALED IN THE CURRENT DEFENCE REVIEW, AND THE ECONOMIC SITUATION. THEY CONFIRMED THAT WHILE THE NATURE OF THE THREAT HAD CHANGED, PARTICULARLY WITH REGARD TO EUROPE, THE BASIC DETERRENT AIMS OF NATO STRATEGY REMAINED UNALTERED. AGAINST THIS BACKGROUND THEY DISCUSSED THE MAIN PRINCIPLES WHICH DETERMINE THE CHARACTER OF NATO DEFENCE AND AGREED THAT THESE SHOULD BE INCLUDED IN THE NEW GUIDANCE, WHICH SHOULD ALSO CALL FOR IMPROVEMENTS IN THE FLEXIBILITY AND EFFICIENCY OF NATO FORCES AND THE ESTABLISHMENT OF FIRM PRIORITIES FOR THE MOST EFFECTIVE USE OF OVERALL RESOURCES. THEY ASKED THE DEFENCE PLANNING COMMITTEE IN PERMANENT SESSION TO CONTINUE WORK ON THE PREPARATION OF THE GUIDANCE DOCUMENT WHICH SHOULD PROVIDE POLICY DIRECTION FOR LONG TERM DEFENCE PLANNING IN NATO AND TO SUBMIT IT FOR THEIR CONSIDERATION AT THEIR NEXT MEETING.

MISSION COMMENT: UK, CANADA, NETHERLANDS, TURKEY AND DENMARK REPS TOOK ISSUE WITH US FORMULATION ON MINISTERIAL GUIDANCE (REFS B AND D) ON FOLLOWING GROUNDS, AMONG OTHERS:

A. REPETITION AND REDUNDANCY WITH THE LANGUAGE. EXCESSIVE

LENGTH.

B. CONCERN OVERUSE OF PHRASE "LONG-RANGE DEFENSE CONCEPT," PARTICULARLY IN PUBLIC CONTEXT, LARGELY BECAUSE OF QUESTIONS IT WOULD RAISE ABOUT WHETHER NATO IS ADOPTING A NEW STRATEGY. CANADA REP SAID PHRASE IS "A DANGEROUS THING TO HAVE IN A COMMUNIQUE."
NORWAY REP STATED THAT PUBLIC WOULD BE "ASTONISHED" TO FIND THAT NATO DIDN'T HAVE A LONG-RANGE DEFENSE CONCEPT BEFORE THIS. USREP POINTED OUT THAT TEXT ITSELF EXPLAINS MEANING OF "LONG-RANGE DEFENSE CONCEPT," AND THAT US HAS REVISED TEXT TO INSURE THAT NO MISUNDERSTANDING CAN ARISE AS TO WHETHER IT IS A PLANNING OR A STRATEGIC CONCEPT. FOLLOWING DRC, MISSION REVISED LAST HALF OF REF B TEXT (FIRST HALF HAD ALREADY BEEN REVISED AS INDICATED REF D) TO SHORTEN IT AND ELIMINATE REDUNDANCY. COMMUNIQUE TEXT WILL KEEP BOTH US AND IS VERSIONS, AT LEAST CONFIDENTIAL

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UNTIL NEXT DISCUSSION, TENTATIVELY SCHEDULED FOR 1700 ON 11 DECEMBER (DURING NPG MINISTERIAL MEETING). NOTE: STATE 267516, ON MBFR, JUST RECEIVED; REPLY WILL FOLLOW SEPTTEL. BRUCE

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